

REPORT OF THE SPECIAL COMMITTEE APPOINTED TO CONSIDER THE QUESTION OF RE-ALLOCATION OF SEATS IN THE REPRESENTATIVE ASSEMBLY, ETC.

The Committee was constituted under Government Order No. Rl. 5443-56—R. A. 11-31-1, dated 22nd June 1932 and Government Order No. Rl. 2-14—R. A. 1-32-1, dated 1st July 1932 and the terms of reference are as follows:—

- (a) to review the existing distribution of seats of the Representative Assembly and to consider any changes needed therein, having regard to the population of the various constituencies and other relevant considerations;
- (b) to examine the possibility of adopting some system of proportional representation as regards the election of members of the Representative Assembly from multi-membered constituencies and the election of members to the Legislative Council from the Representative Assembly; and
- (c) to submit recommendations on the above and any other incidental matters, having regard to the provisions of the Representative Assembly Regulation and the Legislative Council Regulation.

The Committee held two meetings on the 20th July and 5th August 1932.

The Committee examined the existing allocation of seats in the Representative Assembly under each of the heads "Rural", "Urban", "Special Interests" and "Minorities" to see what changes are necessary to suit the present conditions.

1. RURAL CONSTITUENCIES.

The existing allocation of seats for the rural areas was based on the old classification of taluks mainly according to land revenue and also on considerations of extent and population. A revision of the manner of classification was considered necessary. The Committee resolved by a majority

(a) that the number of seats to be given to a Taluk or Sub-Taluk should depend upon its population and that the following standard may be adopted:

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|--|---------------|
| Taluks having a population of over one lakh to have | .. 3 Members. |
| Taluks or Sub-Taluks having a population between 50,000 and one lakh to have | .. 2 Members. |
| Taluks or Sub-Taluks having a population below 50,000 to have | .. 1 Member. |

(b) that the Malnad Taluks should be given some weightage and that all the Malnad Taluks which get only one member on the population basis as above shown should be given one more member each. Accordingly, the Taluks of Sagar, Koppa, Mudgere and Nagar get the benefit of this weightage. Molakalmuru on account of its extreme remoteness is also allotted two seats.

The allocation of seats for the rural constituencies on the above basis will be as in Schedule "A" appended and the number of seats required is 164, i.e., 3 less than the present number.

Mr. B. Gopalachar however urged that the Malnad Taluks should be shown some greater concession on account of their importance from the point of view of extent and land revenue, though comparatively scanty in population, and that the population limits for these taluks may be fixed at one seat up to 25,000, 2 seats up to 50,000 and 3 seats above 50,000. His point was that the Malnad should be allowed to return at least the existing number of seats. He was supported by Mr. H. B. Gundappa Gowda.

The other members of the Committee did not agree with this view, but considered that all rural constituencies should be classed primarily on the basis of population and that the Malnad Taluks could only be given some weightage as proposed above.

2. URBAN CONSTITUENCIES.

According to the Representative Assembly Regulation itself, all city municipalities and town municipalities having a population exceeding 5,000 have to be allotted at least one seat.

At present, the Cities of Bangalore and Mysore are allotted four seats each and 33 other town municipalities one seat each. According to the Census of 1931, the population of all these town municipalities is found to be above 5,000 except Chintamani where the population is said to be less than 5,000 by 150. The Census Report was examined and the Committee were satisfied that the reduction in population was due to temporary causes such as plague at the time the Census was taken. The Committee therefore resolved that all the town municipalities including Chintamani which have at present one seat may continue to have them.

Kunigal, Birur and Sagar have been constituted as towns subsequent to the last allocation and have a population of over 5,000 each. They are therefore allotted a seat each.

Mandya, Gundlupet and Bhadravati which according to the last Census have each a population exceeding 5,000 are not yet constituted as town municipalities. They may be allotted a seat each if and when they become town municipalities.

While the population of Bangalore City is 1,72,357 that of Mysore City is only 1,07,742. It was considered by some that it was not reasonable that Mysore should have the same number of seats as Bangalore. The Committee, by a large majority, decided that the existing allotment of four seats may be left unchanged. The allocation of seats for the urban constituencies will be as in Schedule "B" appended and the number of seats required will be 44 with a provision of three more for Mandya, Gundlupet and Bhadravati.

3. SPECIAL INTERESTS.

(i) *Representation through Associations or other Bodies.*—The Committee is of opinion that the number of seats allotted to the University be reduced from 2 to 1, and Trade and Commerce from 3 to 2, and that the allocation of one seat each to Legal Interests, European Planting, Indian Planting, Gold Mining and Inamdars may be continued.

(ii) *Representation by nomination by Government.*—The number of seats allotted to Agriculture may be reduced from 2 to 1; Co-operation from 3 to 2; Sericulture from 2 to 1 and that Spinning and Weaving and Handloom Weaving may be combined as the Textile Industry Interest and allotted one seat, instead of 1 seat each. No special representation is necessary for the interests of Medical Practitioners, Banking and Temperance. Mining Labour and Factory Labour may continue to have one seat allotted to each. The Committee consider that the seats for Women's Interest should be increased from 2 to 4. The allocation will be as in Schedule "C" appended and the number required will be 19 as against 26 allotted at present.

4. MINORITIES.

The Committee were of the opinion that the present scheme of guaranteeing a certain number of seats to the principal minority communities, viz., the Mahomedans, the Indian Christians and the Depressed Classes should be continued and that there was no need to guarantee seats for any of the other minority communities; as they are all merely sub-communities of the Hindus.

(i) *Mahomedans.*—The number of seats guaranteed for Mahomedans at present is 15. Mr. J. Mahomed Imam urged for increased representation. The Committee recommend the increase of the number of guaranteed seats to Mahomedans to 18. A few of the members are in favour of the number being increased to even 20.

One of the lady members may be nominated from the Mahomedan Community if a suitable representative is available.

(ii) *Indian Christians.*—The number of seats guaranteed at present is 5, and the Committee are of the opinion that this may stand.

(iii) *Depressed Classes.*—The Committee consider that while the number of seats guaranteed may remain at 6 as at present, Government may by nomination increase the representation to 10 if suitable persons are available.

(iv) The Committee hold that no guaranteed representation is needed for several sub-sects of the Hindus. The number of seats for minority representation as far as possible may be limited to 35 which is the statutory minimum. Any number remaining over after giving the guaranteed representation to the principal minority communities as above, may be utilised for nominating representatives of the major sub-sects of the Hindus.

5. SYSTEM OF ELECTION.

Proportional Representation.—All the members of the Committee except Mr. H. B. Gundappagowda are strongly of the opinion that the existing system of election, i. e., "majority system" needs to be changed in multi-membered constituencies as it does not secure a result which will truly reflect the voting strength of the several parties in a particular constituency, and that the system of proportional representation by the single transferable votes may be adopted in select multi-membered constituencies. Mr. Gundappagowda, desired that the introduction of this system should be deferred as he thinks that it will introduce radical changes and has far reaching implications.

(i) The Committee by a strong majority recommend that this system be introduced for the election of the eight members from the Representative Assembly to the Legislative Council.

(ii) They recommend by a majority (of 6 against 3) that this system be tried also in the Cities of Bangalore and Mysore.

(iii) They consider that its introduction in the rural constituencies may be deferred as there are still a large number of illiterate voters there.

(iv) They also recommend that this system may be adopted for elections of members to the panels of the various Standing Committees from the Representative Assembly and the Legislative Council, to the Senate from the Representative Assembly and the Legislative Council (under the University Amending Regulation) and to such other committees or bodies wherein the election is of three or four members.

Method of Minority Representation.—At present, in the case of communities having recognised associations, Government allow such associations to select their representatives for nomination, by the Government and in the absence of such associations, Government directly nominate representatives. This system of nomination by Government has been considered unsatisfactory by the communities as they feel that persons who are influential in the community and represent their views are not necessarily nominated. Further, some of the existing associations are not truly representative, have no permanent existence and spring up only at the time of elections. So long as there are no associations with a wide membership and really representing the communities, the committee consider that nomination by Government has to remain. They recommend by a majority that nominations should be on the following lines:—

The number of seats which are required to make up the guaranteed number allotted to the Mahomedans should be filled up by Government by nomination and in making such nomination, Government shall have regard to equitable distribution on a territorial basis. Consistently with the above, nominations may be made from among the candidates of the community in question at the general elections who while not being returned have secured the larger percentage of votes in each electorate.

Some of the members are of the opinion that nominations should be made as far as possible through representative associations and the remaining number if any should be nominated on the principles recommended as above by the majority of the Committee.

The Committee consider that in regard to the representation of Indian Christians, the same procedure as for Mahomedans may be adopted. As regards Depressed Classes and sub-communities of the Hindu Community, the present system may continue.

Polling Methods.—The recommendations made by the Indian Franchise Committee in regard to polling methods were placed before the committee. They are not in favour of the coloured box or symbol system as the illiterate voters are likely to be misled, many of them being unacquainted with the candidates. No separate polling arrangements are necessary for women for the present in Mysore.

The other recommendations are merely details which it is for the Government to adopt if deemed fit.

K. Matthan.
S. P. Kajagopalachari.
N. Madhava Rao.
K. H. Ramayya
N. Rama Rao.
Kamallamma H. Dazappa.
B. S. Puttaswamy.
J. Mahomed Imam.
* B. Gopala Char.
L. Vema Reddy.
D. S. Ramachandra Rao.
* H. B. Gundappa.

Note by the Chairman.

The grounds of objections in regard to the introduction of the system of proportional representation stated in the dissenting note of Mr. H. B. Gundappa were raised by him at the meeting and fully considered by the Committee. The fifth ground mentioned by him, viz., that even in such an advanced country as England this system was tried in many places but was dropped as it did not get general approval is not correct as a fact. It was introduced in England for election of members to the House of Commons from University Constituencies and still continues.

K. MATTHAN.

SCHEDULE A.

LIST OF RURAL CONSTITUENCIES.

| Serial No. | Name of Constituency | No. of seats allotted | No. now proposed | Serial No. | Name of Constituency | No. of seats allotted | No. now proposed |
|------------|---------------------------------------|-----------------------|------------------|------------|----------------------|-----------------------|------------------|
| 1 | Bangalore | 3 | 3 | 42 | Hiriyur | 2 | 2 |
| 2 | Kolar | 3 | 2 | 43 | Davangere | 2 | 2 |
| 3 | Tumkur | 3 | 3 | 44 | Chaliakere | 2 | 2 |
| 4 | Mysore | 3 | 2 | 45 | Chitaldrug | 2 | 2 |
| 5 | Mandya | 3 | 2 | 46 | Nelamangala | 2 | 2 |
| 6 | Srirangapatam | 3 | 2 | 47 | Devanahalli | 2 | 2 |
| 7 | Hassan | 3 | 2 | 48 | Anekal | 2 | 2 |
| 8 | Manjarabad (Saklespur) | 3 | 2 | 49 | Channarayana | 2 | 2 |
| 9 | Channarayana | 3 | 3 | 50 | Chintamani | 2 | 2 |
| 10 | Tirthahalli | 3 | 2 | 51 | Malur | 2 | 2 |
| 11 | Shimoga | 3 | 2 | 52 | Chikballapur | 2 | 2 |
| 12 | Sagar | 3 | 2 | 53 | Ragepalli | 2 | 2 |
| 13 | Sorab | 3 | 2 | 54 | Pavagada | 2 | 2 |
| 14 | Chikmagalur | 3 | 2 | 55 | Chiknaikanahalli | 2 | 2 |
| 15 | Kadur | 3 | 2 | 56 | Heggaddevankote | 2 | 2 |
| 16 | Koppa | 3 | 2 | 57 | Malavalli | 2 | 2 |
| 17 | Hunsur | 2 | 2 | 58 | Nagamangala | 2 | 2 |
| 18 | Rowringpet | 2 | 2 | 59 | Krishnarajapete | 2 | 3 |
| 19 | Kolar Gold Field Sanitary Board area. | 2 | 2 | 60 | Gundlupet | 2 | 2 |
| 20 | Dodballapur | 2 | 2 | 61 | T.-Narsipur | 2 | 3 |
| 21 | Hoskote | 2 | 2 | 62 | Arkalgud | 2 | 2 |
| 22 | Kankanhalli | 2 | 3 | 63 | Hole-Narsipur | 2 | 2 |
| 23 | Magadi | 2 | 2 | 64 | Honnali | 2 | 2 |
| 24 | Mulbagal | 2 | 2 | 65 | Nagar | 2 | 2 |
| 25 | Srinivasapur | 2 | 2 | 66 | Holalkere | 2 | 2 |
| 26 | Goribidnur | 3 | 3 | 67 | Hosdurga | 2 | 2 |
| 27 | Siddaghatta | 2 | 2 | 68 | Jagalur | 2 | 2 |
| 28 | Kunigal | 2 | 2 | 69 | Molakalmuru | 2 | 2 |
| 29 | Madhugiri | 2 | 2 | 70 | Closeppe | 2 | 2 |
| 30 | Sira | 2 | 2 | 71 | Gudibanda | 1 | 1 |
| 31 | Gubbi | 2 | 3 | 72 | Kortagere | 2 | 2 |
| 32 | Tiptur | 2 | 2 | 73 | Alur | 1 | 1 |
| 33 | Yedatore | 2 | 2 | 74 | Turnvekere | 1 | 1 |
| 34 | Channarayana | 2 | 3 | 75 | Narasimharajapura | 1 | 1 |
| 35 | Nanjangud | 2 | 3 | 76 | Kunasi | 1 | 1 |
| 36 | Belur | 2 | 2 | 77 | Harihar | 1 | 1 |
| 37 | Arsikere | 2 | 3 | 78 | Sringeri | 1 | 1 |
| 38 | Shikarpet | 2 | 2 | 79 | Yelandur | 1 | 1 |
| 39 | Channarayana | 2 | 2 | 80 | Periyapatna | 1 | 1 |
| 40 | Mudger | 2 | 2 | 81 | Maddur | 1 | 2 |
| 41 | Tarikere | 2 | 2 | | Total | 167 | 164 |